DOCUMENT RESUME

ED 178 115 JC 790 525

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TITLE Preparing Administrators and Faculty of Cuyahoga Community College for a More Active Role in Implementing the Comprehensive Employment and Training Act (CETA).
INSTITUTION Cuyahoga Community Coll., Cleveland, Ohio.
PUB DATE 17 Mar 78
NOTE 40p.

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Community Colleges; Consortia; Disadvantaged Groups; Economically Disadvantaged; Educational Needs; *Employment Programs; *Federal Legislation; Job Training; *Junior Colleges; Manpower Development; *Needs Assessment; Program Administration; Program Coordination; Resource Allocations; School Involvement; Work Experience Programs
IDENTIFIERS *Comprehensive Employment and Training Act

ABSTRACT

This five-part report discusses the Comprehensive Employment and Training Act of 1973 (CETA), explains how it operates locally through the Cleveland Area Western Reserve Manpower Consortium (CAWRMC), and specifies ways in which Cuyahoga Community College (CCC) can play a greater role in the CETA system. Part I describes existing federal manpower legislation, including each of the eight CETA titles, the Work Incentive Program, the Economic Stimulus Bill of 1977, the Humphrey-Hawkins Full Employment Bill, and the Better Jobs and Income Program. Part II lists the manpower, employment development, supportive, and miscellaneous services which CETA provides. Part III: (1) outlines the administrative structure of CAWRMC; (2) discusses the problem of identifying the universe of need within CCC's service area, and those priority groups within this universe who are to receive CETA benefits; (3) presents the formula allocation for CETA funding at national and local levels; (4) lists the CAWRMC sub-contracting agents; (5) discusses the CETA client intake process; and (6) explains the process by which sub-contractors procure CETA funds. Part IV analyzes the strengths and weakness of CETA and CAWRMC, and Part V lists specific ways in which CCC can have a greater role in the CETA system. (JP)

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PREPARING ADMINISTRATORS AND FACULTY OF CUYAHOGA COMMUNITY COLLEGE FOR A MORE ACTIVE ROLE IN IMPLEMENTING THE COMPREHENSIVE EMPLOYMENT AND TRAINING ACT (CETA)

* * * * *

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JC 790 525

By

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March 17, 1978

PREFACE

This document is a product of the College/County Manpower Project which is funded by Cuyahoga Community College and the County Commissioners.

A major purpose of the Project is to determine how inter-institutional relationships can be strengthened and enlarged.

In another document, I have recommended that CCC take a more active role in implementing the Comprehensive Employment and Training Act of 1973 (CETA). If CCC administrators and faculty understand CETA legislation and how it is implemented in the Greater Cleveland Area, and if they learn from other community and junior colleges in the country how to design and structure programs which will give CETA clients successful experiences, then good things should happen for CCC, for the County, and for the City. More importantly, these good things will happen especially for people who are now unemployed and underemployed.

A word of appreciation is in order. Miss Jan Baskin, research assistant to the Manpower Project, provided invaluable assistance, Mrs. Louise Stebel, our secretary, worked extremely hard on the typing of this manuscript, despite the fact that her left arm was still in a cast as a result of a bad fall in the Great Storm of 78. Personnel in the office of Mr. Willard Largent, director of County Manpower, especially John Ertle, John Sullivan and Ms. Ann Levin, were extremely helpful. Mr. Laurence Mackie, the former director of planning for the Department of Human Resources and Economic Development, provided technical assistance.

George Eppley

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INTRODUCTION

If Cuyahoga Community College is going to cooperate with the County Commissioners and with the Mayor of the City of Cleveland in establishing programs designed to help solve the critical unemployment problems of the County, then it is important for administrators and faculty to understand how the Comprehensive Employment and Training Act of 1973 (CETA) operates through the Cleveland Area Western Reserve Manpower Consortium (CAWRMC).

Accordingly, this paper contains five parts.

- Part I describes existing and federal manpower legislation

  - The Comprehensive Employment and Training Act of 1973 (CETA)
  - The Work Incentive Program (WIN)
  - Local Public Works Grants
  - Project Renew and Project Employ
  - Project HIRE
  - The Economic Stimulus Bill of 1977 (STIP)
  - The Humphrey Hawkin Full Employment Bill (pending)
  - The Better Jobs and Income Programs (pending)

- Part II discusses what services CETA provides

- Part III shows how these CETA services are provided in the local area through the Cleveland Area Western Reserve Manpower Consortium (CAWRMC). It will explain:

  - The Consortium
  - The Planning Council
  - CETA subcontractors
  - CETA priorities, CETA clients and the role of the OBES.
  - The Funding Allocation
  - Procurement Process for CETA Funding

- Part IV analyzes the strengths and weaknesses of the CETA system.

- Part V specifies ways in which CCC can have a greater role in the CETA system.

PART I

FEDERAL LEGISLATION (EXISTING AND PENDING) RELATED TO MANPOWER

The Comprehensive Employment Act of 1973 (CETA).

Enactment of the Comprehensive Employment and Training Act of 1973 (CETA) introduced new concepts to the administration of federally funded manpower programs which were already in operation prior to 1973, particularly the Manpower Development and Training Acts (MDTA) and the special War Veteran's Acts. The law establishes a flexible, decentralized system of Federal, State, and local manpower activities. It provides and expands essential job-related services which replace rather restrictive Federal categorical programs.

The Role of Local Governments Under CETA

Prime sponsors, as their name implies, have responsibility for the total management of their manpower programs, a continuous process consisting of planning, operating, and self-evaluation. This shift of authority away from Washington, D.C., will enable elected officials to provide a realistic response to the needs of the people in their jurisdiction.

Although there are special situations, prime sponsors are usually:

- Units of local government such as cities or counties with a population of 100,000 or more
- Combinations of local units, one of which has a population of at least 100,000, called consortia
- Entire States, or
- A State serving the balance of its territory not included in any local prime sponsor's area.

The CETA law now has eight titles:

TITLE I - CETA Act of 1973, a comprehensive manpower service stressing training towards maximum employment opportunities. The fiscal year is from October 1 to September 30 of the following year.

TITLE II - public service employment and training for the unemployed in an area of substantial unemployment (ASU).

TITLE III - Programs for: Indians; seasonal farmworkers (migratory/non/migratory); youth offenders; olders workers; limited English speaking persons; research, training, and evaluation of programs in the Act.

A - Youth Incentive Entitlement Pilot Project: geared to keeping youths in school by providing part-time employment for 15-20 pilot projects, for ages 16-19, or the financially disadvantaged, or 25 year-olds without a high school diploma.

B - Youth Community Conservation and Improvement Projects: community beautification projects for youth, 2% funds go to Indian tribes, 2% funds for farmworkers

C - Youth Employment and Training Programs: for 16-20 year-olds. 90% of the funds go to youth with a family income less than 85% of the Bureau of Labor Statistics lower living standards; community projects.

TITLE IV - Job Corps (Labor Dept.) for low-income, disadvantaged men and women.

TITLE V - National Commission for Manpower Policy: examines national manpower issues, offers suggestions for dealing with those issues, and advises the Secretary on national manpower issues.

TITLE VI - Provides for additional public service jobs and training programs, special provisions for areas of high unemployment. (Amended Title I, 1974. Emergency Jobs and Unemployment Assistance Act; Amended Title VI, 10-1-76, Emergency Jobs Programs Extension Act of 1976). Additional application filing for funds due in February, 1978.

TITLE VII - Formerly Title VI; Clerical: General provisions, funding regulations.

TITLE VIII- Young Adult Conservation Corps (through Dept. of Agriculture and Interior), August 6, 1977: 30% of the funds are conservation project grants that focus on tree planting, wildlife habitats.

It should be noted that Title I funds may be used for any kinds of manpower services formerly authorized by the Manpower Development and Training Act of 1962 and the Economic Opportunity Act of 1964, whose manpower provisions are replaced by CETA. But unlike previous programs, the form CETA's Title I program may take is spelled out only in the broadest terms, leaving prime sponsors free to shape programs to locally determined priorities.

Each state and local prime sponsor is advised in its use of Title I funds by a Manpower Planning Council whose members are representative of elected officials, program clients, and organizations involved in manpower in the jurisdiction. In addition, plans throughout each state are reviewed and monitored by a State Manpower Service Council.

Most of CETA's Title I funds (80%) are allocated on a formula basis to the state and local prime sponsors for funding of comprehensive manpower services. The Secretary of Labor retains control over the remaining 20% of Title I funds, portions of which are earmarked for state co-ed grants, consortium incentives, state program services, and the Secretary's discretionary use.

While Title I is the principal source of funding for manpower training programs and services under CETA, these same services may also be provided with Title II or VI funds. Similar regulations apply, although in the case of Title II funding the programs must serve only residents of areas of substantial unemployment.

The CETA Funds Flow Chart which follows shows the amounts authorized for program activities. (Titles VII and VIII are recent amendments and are not included for FY 77).

Work Incentive (WIN) Program

Under provisions of the Social Security Act, Title IV-C, any able-bodied member of a welfare family who is at least age 16, not in school, and not otherwise exempt, must participate in the WIN program or face loss of AFDC benefits. AFDC recipients who are certified by their local welfare agency as appropriate for WIN are offered manpower and social services by the WIN sponsor and the welfare agency to enable them to accept employment.

For each enrollee, the WIN sponsor (usually the public employment service) develops an "employability plan" which contains the training, counseling, work experience, day care, and other services that may be necessary to enable the individual to work. The welfare agency provides any needed social services and then "certifies" the WIN registrant as ready for work or training. At this point, the WIN sponsor may place job-ready participants into employment. Jobs are usually located through the employment agency, which also provides the employment testing, interviewing, and counseling needed to place enrollees in appropriate jobs.

If a participant is not job-ready, or if no jobs are immediately available, the participant may be placed in one of WIN's program components--on-the-job training, public service employment, classroom training, or work experience programs. When appropriate training is being conducted under some other program, such as CETA, WIN enrollees are frequently referred there as part of their employability plan. The goal is to place trainees into regular jobs when they acquire the necessary skills or experience.

Economic Stimulus Bill of 1977 - Appropriated an additional $8 million for Titles II and VI Public Service Employment (PSE) Programs. This will aid CETA prime sponsors to expand public jobs from 310,000 to 725,000 by the end of FY '78.

Humphrey-Hawkins Full Employment Bill (pending), HR50, Introduced January 1975. - This bill guarantees a job to every "able and willing" adult American. It attempts to lower the unemployment rate to below 3% in the next four years. Public Service jobs will be created after private sector resource is depleted. The implementation of Humphrey-Hawkins is triggered by swings in the unemployment rate.

The Better Jobs and Income Program (pending) - President Carter's Welfare Reform Bill HB 9030, introduced September 12, 1977. - This bill will provide work benefits for those working with incomes inadequate for family support, income support for those able to work part-time or cannot work due to age, handicap or need to care for children under the age of 7. The worker must seek a private sector job for five weeks within a one year period. If a job is not found, the employee returns to the public service job. All welfare recipients will have to participate in this program or lose federal money subsidies. All public service employees will receive a minimum starting wage.

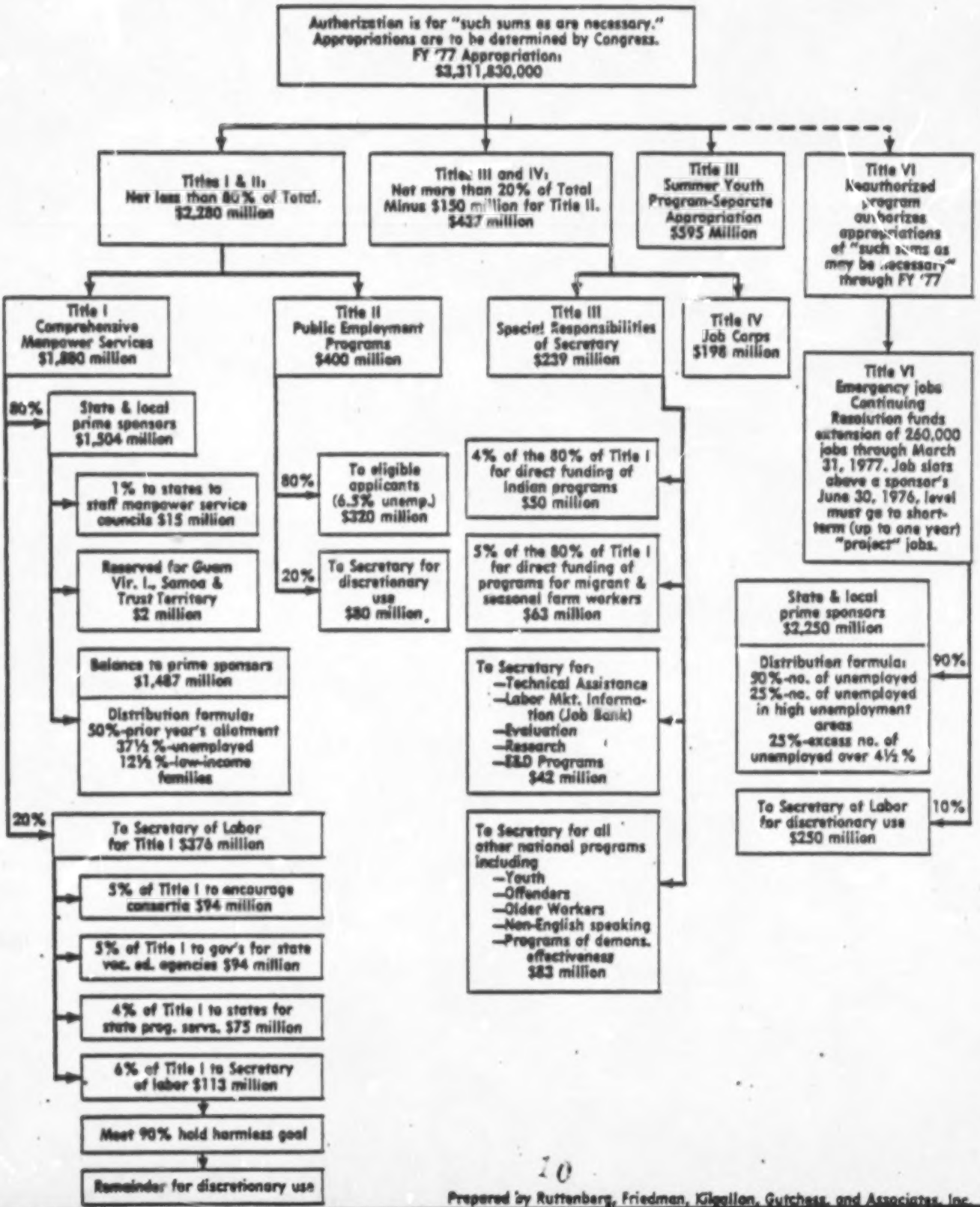
Before going on to Part II of this report, two observations are in order. First, there are some other federal programs like Project Renew (for the Aged), Project Employ (for the handicapped) and Project Hire (Help through Industry Retraining and Employment Programs). The latter program has been in effect since early 1977. It finds jobs for war veterans and has a budget of $140 million which comes out of CETA funds.

Secondly, regardless of the passage or non-passage of the Humphrey-Hawkin Bill and the Better Jobs and Income Program, it appears that CETA will be with us until that elusive national goal of full employment is attained.

CETA Funds Flow

Amounts Authorized for Program Activities Under Comprehensive Employment and Training Act

Based on FY 1977 Appropriation



Prepared by Ruttenberg, Friedman, Kilgallon, Gutchess, and Associates, Inc.

PART II

WHAT SERVICES CETA RENDERS

Services under CETA are comprehensive and address the common service needs of individuals. These services can be grouped under three categories: Manpower services, employability development, supportive services, and other activities which may utilize CETA funds.

MANPOWER SERVICES bring people into CETA programs, assess their employability, interests and capabilities, and develop and implement a plan of action to help them achieve their goals. The services include:

- Outreach/Recruitment. Efforts to recruit participants via announcements or flyers, referral sources or direct staff effort to seek out and assist potential applicants unlikely to learn about the program or reluctant to participate.

- Intake. Actions taken to determine eligibility and regulate the flow of eligible participants.

- Assessment. Interviewing, testing and counseling enrollees to determine "job readiness", aptitudes, abilities, and interests in order to develop a plan to help enrollees get and keep jobs.

- Orientation. Informing enrollees about the program; providing guidance on personal and family problems, community resources, job-hunting, personnel interviews, unions, employer/employee rights; and giving specific information on a particular occupational cluster.

- Counseling. Assisting participants in the development of vocational goals and the means to achieve them; providing aid in creating an employment plan and continuous support throughout participant's contact with the program.

- Job Placement and Training. Counseling, assessment, matching the participant to job opportunities, referral on the job and verifying the results of the referral.

- Job development. Efforts to identify all available and projected jobs through contact with employers and community representatives; analysis of the local labor market; promotional programs to create employer interest, and job order collection.

EMPLOYABILITY DEVELOPMENT

- Classroom training. A full complement of instructional training including skill training and educational instruction, the latter ranging from remedial education in reading, writing, and arithmetic to preparing for receipt of high school certification and college courses to obtain jobs or

increase mobility in a specific occupation. Skill training must teach the work tasks of a particular shortage occupation or occupations for which there is reasonable expectation of employment.

- On-the-job training. Training in a work environment designed to help individuals learn a bonafide skill through demonstration or practice either for entry level enrollees or present employees who need the skills required for upgrading.

- Work experience. Temporary subsidized employment in the public sector or in private nonprofit agencies designed to enhance the future employability of youth or to increase the potential of adults in obtaining a planned occupational goal. As a temporary work situation, this activity provides the participant with a transitional work opportunity, and may be particularly appropriate for the chronically unemployed; for students adjusting to a work setting and in transition from school to a job society, during school vacations or after graduation; for older workers after a period of retirement, and others who have not been working in the competitive labor population for extended periods of time. Such employment may offer the participant experience on a job, help develop occupational skills and good work habits, or give him exposure to work in a variety of occupations.

- Programs for persons of limited English-speaking ability. Special program provisions when such persons constitute a significant portion of a prime sponsor's program including training and employment in the primary language of such persons; English-as-a-second-language training to increase English-speaking ability; development of new employment opportunities, and the entire gamut of manpower and supportive services.

- Transitional public service employment. Placement of participants in jobs that provide public service needs which have not been met or that provide new public services. These jobs are meant to be temporary until participants can be moved onto the employer's regular payroll or obtain other suitable public or private employment not subsidized by CETA.

SUPPORTIVE SERVICES provide assistance in overcoming personnel and environmental handicaps to enable individuals to take advantage of employment opportunities. Among these services are:

- Transportation. Arranged or provided so that enrollees can get to and from work, training or supportive services.

- Child care. Services provided to insure proper care of children at a reasonable cost and in a convenient location while the patient participates in a training program or is employed.

- Residential support. A full complement of manpower and supportive services for youth through Job Corps, or other residential centers established by the prime sponsor to provide a structured program for youth who need to leave their present environment.

- Assistance in securing bonds. For programs with participants who require or have difficulty securing bonds, working through the local ES.

- Family planning Service. Available to an enrollee on a voluntary basis, and not a prerequisite for participation in CETA programs.

- Legal services. Help for participants with unresolved legal problems which cause loss of training or work time and produce the kinds of stress which may result in their leaving the program.

OTHER ACTIVITIES which may utilize CETA funds include, but are not limited to:

- Removal of artificial barriers to employment. Removing barriers to employment such as discriminatory hiring practices, outmoded job structures, insufficient staff or funds to revise public personnel systems, unrealistic and unsuitable qualification requirements, and rigid attitudes of supervisors.

- Job restructuring. Realigning the job content into one or more jobs for better utilization of manpower, increased productivity, or job creation.

- Revision or establishment of merit system. Activities which encourage the establishment of the principle of merit employment, and the selection and promotion of employees on the basis of ability to do the job.

- Development and implementation of affirmative action plans. Activities to affect attitudinal change in those who demonstrate a pattern or practice of discrimination or fail to serve the economically disadvantages, unemployed, or underemployed persons in the area.

PART III

HOW CETA PROVIDES MANPOWER SUPPORTIVE SERVICES THROUGH THE CLEVELAND AREA WESTERN RESERVE MANPOWER CONSORTIUM

At the local level the manpower and supportive services are provided through the Cleveland Area Western Reserve Manpower Consortium (CAWRMC). In order to understand how this delivery system works, it is helpful to look at the following: the consortium members, the planning council, CETA priorities, the funding allocation, the intake process.

The Consortium

The Consortium is the administrative joining of three counties and two cities into a funding base. The Act provides that any political jurisdiction, State, County, or City over 100,000 population is eligible to receive funds. However, to promote the development of centralized services over large areas, the development of Consortia was supported by the use of "incentive funds" in the amount of ten percent of the total grant. The counties of Cuyahoga, Lake and Geauga, and the cities of Cleveland and Parma joined to form the Cleveland Area Western Reserve Manpower Consortium (Lake County, however, has withdrawn its membership).

To understand more fully the CETA operation in Cleveland, one only has to look at the organizational chart which follows.

The Consortium members have given the Mayor of the City of Cleveland the responsibility of administering CAWRMC. The Mayor has designated the Department of Human Resources and Economic Development (HRED) as the agency which administers CETA funds for the Consortium. Located on the eighth floor of the Bulkley Building, HRED has as its director - Isabel Hendricks. The executive secretary is Bancroft Henderson.

The Manpower Planning Council of the CAWRMC

The Council reviews current operations of the CETA consortium and assists the prime sponsor in developing and implementing the CETA service plan to be presented to the Department of Labor.

The Manpower Planning Council develops policy statements for the prime sponsor based on:

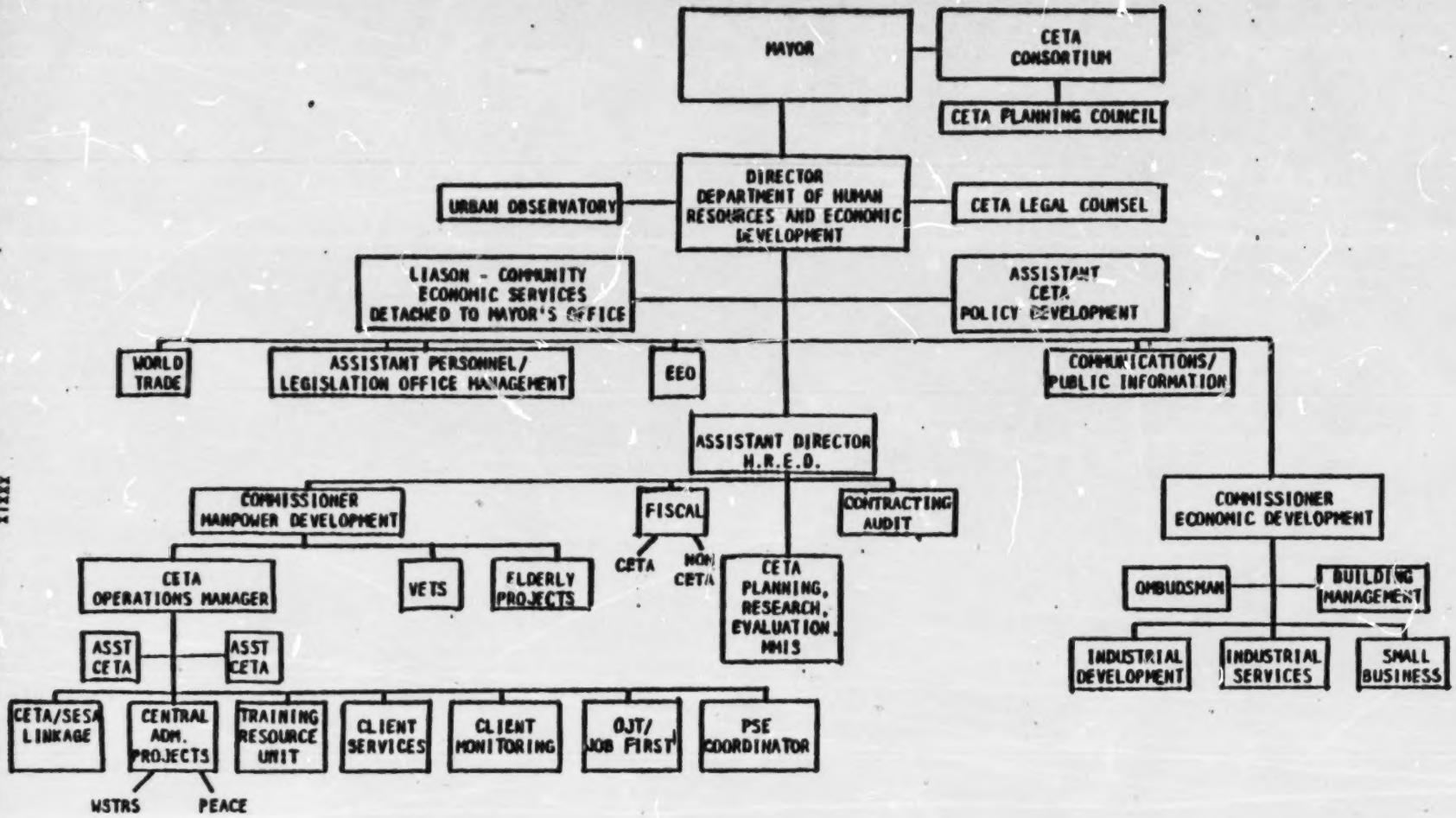
- preferred training conditions
- causes of unemployment and underemployment
- information on supportive services
- demand occupations and skill requirements
- supply of labor
- manpower program operations

Membership is made up of:

6 Community organization representatives
1 Employment services representative
4 Representatives from training agencies or educational institutions
1 Labor representative

The Manpower Planning Council has an evaluation committee which reviews and recommends requests for proposals and which evaluates CETA subcontractors. This evaluation committee meets in 1978 on the following Thursdays at 2:00 P.M.: 1/5; 2/2; 3/2; 4/6; 5/4; 6/1; 7/6; 8/10; 9/7; The committee meets in Conference Room A of the Office of Human Resources and Economic Development.

TABLE OF ORGANIZATION



CETA PRIORITIZING SYSTEM.[1]

The intent of the Comprehensive Employment and Training Act of 1973 (CETA) is to provide participants with the means to obtain economic self-sufficiency. The eligible CETA participants is defined as the unemployed, the underemployed, or the economically disadvantaged of the Prime Sponsor's (P/S) jurisdiction. However, the selection of whom to serve, given limited resources and (nearly) unlimited eligible applicants is critical to the successful operation of a CETA program.

THE PROBLEM(S): In the case of the Cleveland Area Consortium, the estimated "universe of need" has been variously placed at 200,000 to 300,000 individuals. The variety of different data sources, the overlap between and the lack of uniformity in definitions preclude an exact figure. However, for the sake of argument assume that even the low figure is used. Given funding constraints, CAWRMC might be able to serve 7.5 percent of this "universe of need" (approximately 15,000 individuals). The problem of who shall be selected for service then becomes a major concern of the P/S staff. The CETA regulations indicate that the P/S is responsible for:

> 'Establishing priorities for receipt of assistance authorized under the Act, taking into account the priorities identified by the Secretary and the significant segments represented among the economically disadvantaged, unemployed, and underemployed residing within its jurisdiction (Sec. 95.31(cc)).

where a significant segment is defined as:

> those groups of people, to be characterized, if appropriate, by racial or ethnic, sex, age, occupational or veteran status, which causes them to generally experience unusual difficulty in obtaining employment and who are most in need of the service provided by the Act. Other descriptive categories may be used to define a "significant segment," if appropriate (Sec. 94.4(yy)).

In addition to serving priority groups defined by the Secretary of Labor and significant segments, the P/S may be required to implement additional prioritizing criteria to further select a reasonable number of participants with which to work. Relative cost, difficulty, and probability of success also enter into the decision as to who should be served. The Prime Sponsor should choose that type of participant who will ensure that the maximum number shall be served consistent with the priorities outlined above.

This decision process is illustrated diagramatically as in Figure 1. The role of the Department of Labor, the local Planning Council, and the Prime Sponsor are all outlined in the process.

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[1]For a more complete description of the CAWRMC prioritizing system, see Working Papers on CETA Issues "The Development of a Client-Prioritizing System" by James C. Pesek and Lawrence S. Mackie, March 1977.

FIGURE I

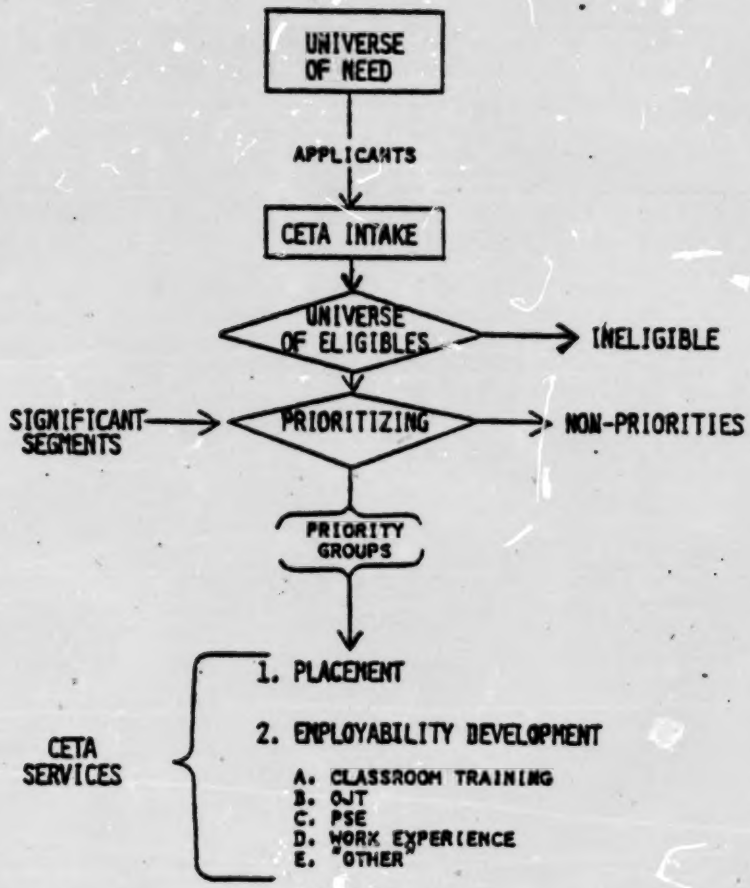

FIGURE I - CETA INTAKE AND PRIORITIZING PROCESS

The result of this process is that some subset of the "universe of need" will eventually be selected for service. The intent is that those individuals finally selected will be those most in need of service and will provide CETA services to the largest group of individuals consistent with both need and limited resources.

Lawrence Mackie and James Pesek have developed a rather sophisticated system for determining CETA eligibility using a client difficulty index.[2] It is not within the purview of this paper to describe their methodology. What follows here is a description of how the system moves from a "universe of need" to a "universe of eligibles" and to a selection of "significant segments".

DEVELOPMENT OF THE SYSTEM: The earliest efforts on developing the system relied on the more "traditional" priority groups which the CAWRMC had opted to serve in its original plan. These groups were:

Women	57.4%
Older Workers	22.4%
Youth	49.2%
Limited English	5.3%
Vietnam Vets	5.3%

Unfortunately, these significant segments were neither mutually exclusive nor exhaustive. Nor did they effectively serve to prioritize those groups most in need. However, utilizing this preliminary grouping allowed us to work up a scheme to ensure that these segments received a higher probability of selection than "non-significant segments."

In the fall of 1976, the CAWRMC applied for and received a special national demonstration grant to effect a linkage between CAWRMC (CETA) and the Ohio Bureau of Employment Services (SESA). This CETA/SESA Linkage provided for common intake, registration, diagnosis and assessment, and job readiness determination. As part of the assessment process, the need for prioritizing of CETA eligible applicants became paramount. As a result of the newly developed significant segments and the need to collect additional information not contained on the Employment Service registration form (ES 511), a prioritizing worksheet has been designed and implemented. The use of this form insures that the CETA staff has all the information necessary to determine eligibility under the new Title VI requirements, as well as to provide numerical priority scores.

THE SELECTION OF SIGNIFICANT SEGMENTS: The actual identification or declaration of a significant segment is arbitrary. That is, a CETA Prime Sponsor is to a great extent on its own to determine significant segments. The Employment and Training Administration has supplied prime sponsors with a Manpower

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[2]For a discussion of the Difficulty Index, see Pesek, James G. and Lawrence G. Mackie, "CETA Placement Difficulty or Aren't All Clients Alike." Working Papers on CETA Issues, October 1976.

Program Planning Guide.[3] This guide outlines an approach for defining manpower service needs. This approach stresses the need to examine the relative status of various population sub-groups in terms of socio-economic indicators. For example, if the average income level in the prime sponsor population is $12,000 and the average income of American Indians in the same area is only $7,000, then there may be a need to increase the income level of American Indians. This approach to defining needs for employment-related services can be used as a substitute for defining significant segments.

If identification of significant segments is made in the above-mentioned manner, then how does one determine what percent of the total population of this group or segment will be served?

In actuality, the first step in identifying significant segments involves the determination of the "universe of need" of employment-related services. Following a 110-step methodological procedure, designed by the Ohio Bureau of Employment Services, Division of Research and Statistics, the "universe of need" for the Cleveland Area Western Reserve Manpower Consortium (CAWRMC) was estimated for fiscal 1977. This data is presented in TAble I.

TABLE I

UNIVERSE OF NEED FOR CAWRMC

I.	Total	276,354
	A. Poor	55,887
	1. Disadvantaged	51,010
	2. Other Poor	4,877
	B. Non-Poor	220,467
	1. Near Poverty	69,610
	2. All Other Non-Poor	150,857
II.	Unemployed and Underutilized Disadvantaged	51,010
	A. Unemployed Disadvantaged	7,206
	B. Underutilized	43,804

It is estimated that 276,354 individuals need employment-related services in the CAWRMC. It is unfortunate that the "universe of need" fails to shed light on the "universe of eligibles." The "universe of eligibles" are those individuals who are eligible for service under CETA Title I eligibility.

[3] For more information on Manpower Program Planning Guide, U.S. Department of Labor, ETA. pp III, 19-20.

Utilizing demographic data obtained from the local office of the Ohio Bureau of Employment Services on their registered applicants, and Work Incentive Program registrants and 1975 geographic profile data in conjunction with relevant "universe of need" statistics, the "universe of eligibles" was estimated. The characteristics of the "universe of eligibles" are presented in Table II.

TABLE II

SELECTED CHARACTERISTICS OF THE UNIVERSE OF ELIGIBLES

CHARACTERISTIC	NUMBER	% OF TOTAL
Total	99,300	100.0
Age:		
16-19	14,611	14.7
20-24	23 642	23.8
25-44	39,981	40.3
45-54	17,508	14.6
55-64	4,656	4.7
65+	1,902	1.9
Sex:		
Male	49,734	50.1
Female	49,566	49.9
Ethnic:		
White	58,311	48.7
Non-White	40,989	41.3
Spanish American	2,254	2.3
Vietnam Era Veterans	12,214	12.3

Using the client difficulty index, the CAWRMC then was able to identify ten population sub-groups as significant segments. These ten significant segments are listed below, along with their percents to be served:

CAWRMC SIGNIFICANT SEGMENTS

% to be Served		
45	(1)	Non-White or Spanish American individuals who were unemployed for an aggregate period of 15 weeks or more during the past twelve months.
60	(2)	Individuals unemployed 5 weeks or more and having incomes at or below 70% of the Lower Living Standard Income Level (LLSIL).
20	(3)	Female Work Incentive Program (WIN) registrants (mandatory).
25	(4)	Non-White or Spanish Americans who are primary wage earners with an 8th-11th grade education.
20	(5)	Economically disadvantaged working individuals, 20-39 years old who are primary wage earners with a household size greater than, or equal to, three.
5	(6)	Non-White or Spanish Americans who are limited English and primary wage earners.
20	(7)	Older workers (40+) who are economically disadvantaged.
20	(8)	Youth (16-19) who have dropped out of school before graduation.
5	(9)	Special populations (handicapped, offenders, alcoholics and drug addicts).
15	(10)	National priority veterans (Vietnam era, special and disabled).

In order to insure that the Prime Sponsor is serving the desired percentages of the above significant segments, a prioritizing system has been developed. This system enables the CAWRMC to prioritize individual applicants for service. To supplement this system of prioritization, it is necessary that the staff perform on-going monitoring to determine if some significant segments are under-represented.

FORMULA ALLOCATION FOR FUNDING

Title I funding for a CETA Consortium is allocated by a formula which has been determined by the federal government. As applied to the CAWRMC, the funding formula is as follows:

In FY 1977 Congress appropriated $1,513,164,313. For FY 1978 the appropriation is $1,519,549,989.

At the national level these funds are allocated by three factors in the formula:

	%	$	Factor
1.	50	759,774,995	To be allocated on basis of each prime sponsor area's proportion of manpower allotment for all prime sponsors areas in the prior fiscal year.
2.	37.5	569,831,246	Prime sponsor's proportion of total number of unemployed persons (BLS defined) in all prime sponsor areas.
3.	12.5	189,943,749	Prime sponsor's proportion of number of adults in low-income families in all prime sponsor areas.

At the local level funds are allocated to CAWRMC by the following formula factors:

1. $\frac{\text{FY '77 Consortium Allocation}}{\text{FY '77 Funds Subject to Formula Allocation}} = \frac{12,568,620}{1,513,164,313} = .0083061849$

   759,774,995 X .00830618419 = $6,310,831.

2. $\frac{\text{Consor. Unemployed in Cal. Yr. '76}}{\text{Cal. Year '76 National Avg. Unemp.}} = \frac{53,125}{7,445,789} = .00713490538$

   569,831,246 X .00713490538 = $4,065,692.

3. $\frac{\text{Consor. Adults in Low Income Families}}{\text{National Adults in Low Income Famls.}} = \frac{210,900}{35,495.450} = .0059416066$

   189,943,749 X .0059416066 = $1,128,571

Using the formula factors the CAWRMC's total amount of dollars for CETA Title I funds is as follows:

6,310,831	
4,065,692	
1,128,571	
11,505,094	Consortium Total
1,150,509	Ten percent Incentive
12,655,603	Full funding allocation for Title I funds FY '78

The representatives of the jurisdictions which constitute the CAWRMC then negotiate among themselves as to how these Title I funds will be distributed among the Consortium Members. At this writing the consortium representatives are still negotiating for FY '78. In fact, at this writing (March 1978) there is a possibility that the CAWRMC will be dissolved sometime this spring.

Information about how Title I funds were distributed among Consortium Members in FY '78 is not available. The reason is that such negotiations are contrary to the Department of Labor's concept of a consortium. On the surface it must appear that there is no distribution of Title I funds among Consortium Members. Thus CETA officials are reluctant to reveal officially that there was any distribution. They were not the least bit hesitant, however, to reveal how much Title I funds were given to the following:

TITLE I - FY '77

Classroom Training	3,508,114
On the Job Training	870,004
Public Service Employ	3,162,909
Work Experience	4,971,330
Service	157,830
Other	1,300,951

Under Title I CAWRMC contracted with the following agencies for classroom training:

Aim-Jobs	330,358	
Airco	231,913	
E. Cleveland Board of Ed.	188,125	
GCNCA (support only)	358,635	
Lakewood Hospital	30,992	
MTC-Cleveland Board of Education	554,046	
OIC	37,542	
Parma	30,039	
Peace	261,820	
Span-Amer.	318,731	
UAW	144,007	
Urban League	129,357	(stipend for living)
WSTRS	740,212	
Assessment & Referral (support)	152,338	

TITLE VI

CAWRMC	5,074,778
Cleveland	2,656,962
Parma	190,390
Bal. Cuy.	1,609,501
Cleve. Hts.	133,603
Euclid	183,622
Lakewood	140,876
Geauga	107,818

CLEVELAND CONSORTIUM SUB-CONTRACTING AGENTS

The following is a list by titles of CETA subcontractors:

TITLE I

City of Cleveland
Cuyahoga County, Parma, Geauga County
East Cleveland Training Institute
Cleveland Area Arts Council
Cleveland Board of Education

1. Manpower Training Center
2. Comprehensive Youth Program

Fairfax Foundation
Federation for Community Planning (Skills Available)
Greater Cleveland Neighborhood Centers Association
Jewish Welfare Federation
Lakewood Hospital
Metropolitan Cleveland Jobs Council
Opportunities Industrialization Center
Recruitment and Training Program
Spanish-American Committee
UAW
Urban Leagus
West Central Area Development Corporation

TITLE II

City of Cleveland
Cuyahoga County, Parma, Geauga County
Cleveland Heights
Lakewood
Euclid

TITLE VI

City of Cleveland
Cuyahoga County, Parma, Geauga County
Cleveland Heights, Lakewood, Euclid, East Cleveland United Torch Services

CETA SUBCONTRACTORS PROVIDE THE FOLLOWING SERVICES:

Aim
Job - phased out

Airco
classroom training for welders

East Cleveland Board of Education
classroom training in basic education
clerical

Greater Cleveland Neighborhood Centers Association
- support services only

Lakewood Hospital
- L.P.N.

Manpower Training Center operated by Cleveland Board of Education
- L.P.N.
- patient care
- clerical
- auto mechanics
- automatic screw machine
- machine shops

Opportunities Industrialization Center
- phased out

Parma
- buy-in with Parma Senior High School for Vocational Education courses

Peace
- clerical

Spanish American Committee
- clerical
- machine shops
- clerical for limited English-speaking persons

UAW
- bench work assembly
- on-the-job training

Urban League
- clerical training
- job development and job placement

WSTRS
- clerical
- referral placement
- assessment and referral

City of Cleveland
- assessment and referral
- training in clerical areas
- job placement service

Cuyahoga County
- work experience
- public service employment
- limited classroom training
- assessment and referral

Chrysler Training Institute
orientation to world of work

Cleveland Area Arts Council
work experience for youth

Cleveland Board of Education
work experience

Fairfax Foundation
work experience
classroom training in construction and maintenance

Federation for Community Planning (Skills Available)
job placement for elderly

Jewish Welfare Federation
classroom training English for Russian immigrants

Metropolitan Cleveland Jobs Council
on-the-job training

Recruitment and Training Program
placement and training for union jobs

West Central Area Development Corporation
training and work experience in retail clerks

CETA CLIENT INTAKE PROCESS

In this area CETA recruits clients through the Ohio Bureau of Employment Services (OBES) or personal contacts.

A client fills out ES511 and a consortium registration form. A prioritization worksheet determines which significant segment (target) group the client falls under, client eligibility, the job-readiness of the client. If a client is job-ready (fulfilled required priority qualifications(OBES provides free job placement at CETA. If a client is non-job ready, OBES records the client's employment status and length of time since last employment, public assistance status, total yearly income to date, work history, family, age, minority status, sex, armed services record. A client is then chosen by weighing these characteristics of prioritization by need of a significant segment.

For example, an ideal (target) client will be 18-34, minority race, minority sex, low education, armed services vet, unemployed ten months, total yearly income to date under $6,000, etc.

After showing interest in CETA services, joint registration completed (CETA/OBES) and sufficient skills are shown to be apparent, the client is classified in two manners.

If the client is job ready, a job must be referred within 10 days.

If a client is non-ready, a second interview is completed. The client is sent to a diagnostic and referral unit where WRAT, Nelson, Kuder, PPF, and Singer Tests are taken. Test by test results show how the participant compares to those in an employable field. Following, an employment choice is made and a counseling session is scheduled. Supportive services are provided during these tests and discussions. At the time of enrollment and/or training, the CETA client is sent back to the referral unit and assigned to placement. Referrals are made to job interviews. A follow-up is completed in 30-90 days.

The chart which follows diagrams the process.

Figure 3 (Flow of CETA Participants and Prioritizing of Eligible Participants) was removed prior to the document's being submitted to the ERIC Document Reproduction Service.

PROCUREMENT PROCESS FOR CETA FUNDS

In order to insure a complete and impartial review of sub-contractors for CETA review, the CAWRMC instituted a Request for Proposal (RFP) Process in March of 1976 for FY 1977. This process has remained in place substantially unchanged for FY 1978. The process described below is for Title I and is similar for other Titles, though the time frame may differ.

In March, the Department of Human Resources and Economic Development publishes advertisements seeking proposals in local newspapers of general circulation. The advertisements indicate funding level and source, types of services being sought and the submission process.

A week later, all persons or agencies interested in submitting a proposal must attend a technical assistance workshop at which the CETA is explained, regulations outlined, and the process discussed. Proposal packages are distributed at the completion of the workshop. Attendance is mandatory, though CETA staff will provide ongoing technical assistance.

The proposer has three to four weeks to design and submit a proposal to the Consortium. The completed proposals are "logged in" and photocopied. The proposals are reviewed by CETA staff (legal, planning, and fiscal) and summaries are prepared for presentation to the Evaluation Committee, a subcommittee of the Manpower Planning Council. The committee reviews the proposals in terms of:

Agreement with Consortium Policy (Priorities)
Feasibility
Understanding of the problem
Proposed solution
Detailed methodology
Past performance
Budget
Staffing
Capability
Available funding levels and needs

The Evaluation Committee then makes recommendation to the Manpower Planning Council which will vote to pass the recommendations on to the administration or modify them. These recommendations are used by the CETA staff to prepare the Prime Sponsor's Agreement and the Annual Plan (which together constitute the grant).

Simultaneously the CAWRMC legal staff and administrators will meet with individual subcontractors to negotiate or renegotiate the proposals. At this point changes in the statement of work and/or budget are made. At this time the HRED also drafts legislation for submission to City Council requesting authority to apply for federal funding.

The Department of Labor may return the Annual Plan for review or may accept it as it is. When the plan is accepted, the HRED will draft and submit legislation to receive and expend Federal Funds.

The CAWRMC, through its administrative agent, the Department of Human Resources and Economic Development, then subcontracts with the original proposer accepted by Evaluation Committee/Manpower Planning Council/Administration.

PART IV

ANALYSIS OF THE STRENGTHS AND WEAKNESSES OF CETA AND THE CAWRMC

Throughout the country there are and have been criticisms of CETA. An article in the New York Times (10/25/77), for example, stated

> New York's City government feels it has lost flexibility because most of the 15,000 employees under CETA are not told what they are supposed to be doing.

The CETA operation of the Cleveland Area Western Reserve Manpower Consortium has not been without criticism. One of the greatest criticisms of CETA is that the process has been politicized, especially by the previous administration of Cleveland. Title I funds were used to supplement the operating budget of the City of Cleveland. Cuyahoga County also used Title I funds in the same way.

Another weakness of the CAWRMC is that a change in city administration can almost bring the entire CETA process to a halt. For almost two months (October and November) the director of HRED was a "lame duck" incumbent. With a change in administration, some key CETA people lost their jobs. While their successor may eventually prove to be more competent, it does take time for them to learn the system and make the system operate effectively.

Regardless of the political environment in which the Consortium operates, there are some internal strengths as well as weaknesses in the system.

The internal strengths of the system are the following:

The linkage between the Ohio Bureau of Employment Services (OBES) and CETA. Through a grant a system has been devised by which both CETA and OBES are serving the same clientele.

The Assessment and Referral Center has been very effective in diagnosing the needs of CETA clients and referring them to proper agencies for training, OJT, work experience, etc. In fact, the A & R Center of the CAWRMC is a demonstration project which deservedly is receiving national attention.

The prioritization system is a development of the CAWRMC. While the designation of "significant segments" can be arbitrary, the local consortium has devised a client difficulty index by which CETA is able to move logically from a universe of need to a universe of eligibles to significant segments of the population who will be served.

On the Job Training. The Metropolitan Cleveland Jobs Council has been very effective in giving CETA clients meaningful OJT.

Work Experience. The Cleveland Board of Education has been effective in giving CETA clients successful work experiences.

The weaknesses of the CAWRMC are the following:

Lack of a Comprehensive Manpower Plan for the County and the City. There is no systematic and organized plan to involve both the private and public sectors in solving the unemployment problems.

Public Service Employment (PSE) or OJT is preferred to classroom training. Across the nation the major thrust of CETA seems to be to get people jobs rather than to help them acquire skills which will lead to a job.

The classroom training which is available is expensive. The reason is that CETA "buys into" proprietary schools which because of their programs are able to charge a high tuition.

The Manpower Training Center is a very costly and generally ineffective operation. Located in an old dilapidated school, it cannot provide an environment which enhances the image of CETA clients or facilitates the learning process.

The Manpower Planning Council has as members those who are also CETA subcontractors. This raises the possibility of a conflict of interest.

The evaluation of programs needs to be improved. Some subcontractors who have not been recommended for renewal because of poor performance are funded again because they carry political clout.

In August 1977 the regional office of the Department of Labor (located in Chicago) rated the Consortium on the following:

Program Activities and Results
Administration and Management
Compliance with the Act and Regulations

The Department concluded that the CAWRMC was substantially meeting the Plan it had submitted to the Department of Labor. While it commended the CAWRMC for reducing administrative costs it still found some problems with the Administration and Management of the Consortium. Although the Consortium is substantially complying with the CETA Act, the D.O.L. has some concerns about

- sporadic repayment of unauthorized excessive PSE payments
- CETA client being kept too long on non-traditional service employment
- insufficient fiscal and eligibility monitoring.

PART V

A GREATER ROLE FOR CCC

There are many different ways in which CCC could become involved with CETA other than through the security and surveillance program which now exists on the Metro Campus under CETA Tital VI: Public Service Employment.

The best way to discuss this involvement is to consider what CCC could do for the remainder of FY '78 and what it could do for FY '79.

CCC's CETA Role for the Remainder of FY '78

The fiscal year for CETA begins on October 1 and ends the following September 30. Obviously, it is too late for CCC to become involved in the funding process for the current fiscal year. CCC, however, can become a "buy in" CETA contractor for the remainder of FY '78. This can be done in a number of ways.

For example, suppose a CETA client indicates that he would like to take a course in watch repair. The CETA Assessment and Referral Center could pay for a course which the client would take at CCC. Thus, CETA would buy into CCC's program.

Another way would be for CETA to contract with CCC for a class size so that a number of CETA clients could take a secretarial course. In other words, CETA would buy a number of slots in a class or the entire class for CETA clients. It should be pointed out that CCC can control this "buy in" process by informing CETA personnel at the Assessment and Referral Center what competencies or skills are required for admission to the class. This could be spelled out in contractural arrangements which CCC would make with CETA.

A third way in which CCC could become involved with CETA for the balance of FY '78 is to provide a work-experience site for summer programs for youth.

CCC's CETA Role for FY '79

If CCC really wants to take a more active role with CETA, then the College should get involved in CETA's Request for Proposals (RFP) process. An explanation of how this process works externally through HRED appears in a previous section of this report. This part of the report focuses more on what internal processes must be set in motion at CCC in order that the College can submit a proposal.

It is essential for the Chancellor or his delegate to sit on the Manpower Planning Council. The Council is presently being restructured and CCC will have membership on the new council. It is here that CCC can give its input as to the elements that a comprehensive plan for manpower should contain.

Sometime during March HRED will advertise in the local newspapers for requests for Proposals. As soon as that happens, the Chancellor should send a letter to Isable Hendricks indicating that CCC will submit a proposal.

A week later, HRED will conduct a technical assistance workshop for those who will submit a proposal. Attendance at the workshop is mandatory. HRED wants all participants to be given the same technical assistance.

Following the workshop, institutions or agencies are given three to five weeks to submit a proposal which contains:

A Statement of the Problem
The Resolution of the Problem
Methodology Used to Resolve the Problem
A Budget
The Capability of the Institution to Deliver Services

To assure that CCC's proposal will have substance, the following activities should take place.

1. A meeting of the manpower project manager with the Vice Chancellor for Executive Planning and his staff.

2. The appointment by the Chancellor of a CETA Task Force. Suggestions for persons for this task force should be made by the Vice Chancellor for Educational Planning, the Director of the Institute for Lifelong Learning, and the campus presidents.

3. In late March the CETA Task Force should meet

   . to determine if CCC wants to respond to CETA for FY '78 by becoming a "buy in" contractor. If the answer is to respond, then the following things must be done

      - a determination of what classes CETA can buy into on an individual basis or a class-size basis

      - contractural arrangements are then made with CETA along with any requirements which CETA clients must meet for classroom admission

   . to determine if CCC will respond to CETA's RFP for FY '79

4. If the CETA Task Force decides that CCC should respond to the RFP for FY '79 then these events should take place

   . the task force should determine which of the following manpower services CCC can deliver to CETA clients

- orientation
- counseling
- job placement and training
- classroom training
- on the job training
- work experience
- programs for persons of limited English-speaking ability
- transitional public service employment
- job development

. the task force should also determine which credit courses in CCC's 78-79 schedule CETA can buy into on an individual or class-size basis.

. the task force should then decide what kind of non-credit courses CCC should offer to CETA clients on a short-term basis.

. once these non-credit programs have been identified, then appropriate faculty from those areas should become part of the task force.

. the manpower project manager, with technical assistance from a CETA consultant, should then write a preliminary draft of the proposal incorporating the elements agreed upon by task force members.

. the preliminary draft should be submitted to the task force for approval, refinement, etc.

. a final proposal should then be written, reviewed, and then submitted to the Chancellor and his cabinet for approval.

5. After CCC's proposal is submitted it will be reviewed and evaluated by HRED. The document may be modified or amended. Negotiations with HRED may have to take place before the proposal is approved.

6. Once the proposal is approved it will become part of the document which HRED submits to the D.O.L. for funding.

7. Sometime in September 1978 CCC will be notified that the D.O.L. approved the proposal.

8. CCC involvement then begins in October for FY '79.

CCC should now look beyond FY 78 and FY 79. What the CETA system presently lacks is a modern training facility which provides courses of high quality in an atmosphere which is conducive to good education.

The Cleveland Board of Education uses the following facilities to sponsor CETA funded programs: The Manpower Training Center, Jane Addams Vocational High School, and Max Hayes High School. The latter two facilities are fairly modern and adequate.

The Manpower Training Center, however, is in a dilapidated building at East 30th and Orange. It is very costly to operate and maintain this facility.

What this operation does is to stigmatize and segregate CETA clients in a facility which does not enhance their own self image. CETA clients need to be mainstreamed into educational programs which have a modern and attractive setting.

CCC should not take over the facility called the Manpower Training Center, but CCC officials and the CCC/CETA Task Force should begin now to explore with CETA officials how some of the functions of that facility could over the next two years be taken over by the Metro Campus of CCC.

In taking over this function and developing a first-rate skill center which is sensitive to the needs and feelings of the urban poor, CCC could take a major leadership role in structuring a comprehensive manpower delivery system which could solve the unemployment crisis which faces the City and the County.

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